

## 3.7 LAND AND SHORELINE USE

### 3.7.1 Land Use Patterns and Housing

This section describes existing land use and housing on the project site and in the surrounding vicinity, evaluates potential land use and housing impacts of the proposed action and the lesser-capacity alternative, and discusses any mitigation measures necessary to avoid or reduce potential significant impacts. Information contained in the Final EIS for the Sand Point Reuse Project (City of Seattle, 1996) and land use inventories conducted during multiple site visits were the primary information sources used to compile this section.

#### 3.7.1.1 Affected Environment

##### Historical Uses

The project site is within the boundaries of the former Naval Station Puget Sound, Sand Point. The larger Sand Point site was used as a military facility from 1922 to 1995. Approximately 4,600 military personnel and 2,800 civilian personnel were present on the base during the height of operations in 1945. The military airfield was closed in 1970 and most of the site was transferred to the City of Seattle in 1975, but a 151-acre complex at Sand Point remained in operation to support administrative activities for the Navy. In the mid-to-late 1980s, prior to the announcement of the final Sand Point base closure, there were approximately 1,750 personnel on site. According to the Navy's inventory, approximately 66 structures built between 1922 and 1989 remained in place. These structures range in size from large aircraft hangars to small sentry posts and pump stations. Many other structures that served the Navy at various times have been demolished or conveyed to other agencies during previous surplus actions. The base was formally closed for all Navy occupation and use in October 1995. During the time of transition, the property was in "caretaker" status, with only security and maintenance personnel on site. The naval base and its existing structures have helped define the character of the surrounding neighborhood for over 60 years.

##### Area Overview

Adjacent to the project site to the north and east is Sand Point Magnuson Park land extending to the shoreline of Lake Washington. Further to the north is the National Oceanic and Atmospheric Administration (NOAA) Western Administrative Support Center. The southern boundary of the project site is generally NE 65th Street, and the western boundary is generally along Sportsfield Drive (see **Figure 2.1-2**). The area to the west of the project site, between Sportsfield Drive and Sand Point Way, consists generally of recreational and multi-family residential uses. The area further to the west, across Sand Point Way, consists of multi-family residential uses and two neighborhood-serving commercial uses. Beyond the multi-family development lie the Burke-Gilman Trail and single-family residences.

##### Land Uses Adjacent to Sand Point Magnuson Park

The neighborhood surrounding Sand Point was developed for urban uses primarily in the 1940s and 1950s. The City of Seattle has been divided into 12 subareas for planning and other purposes. Sand Point and the adjacent neighborhood are located within the Northeast Subarea. The Northeast Subarea contains

approximately 5,686 gross acres (including open space, roads, etc.) and houses approximately 68,000 people. Approximately 17,376 single-family and 10,610 multi-family residential uses are in the Northeast Subarea. The Northeast Subarea has a slightly higher density than other City areas, with five households per gross acre compared to four households per gross acre citywide. For purposes of this EIS, only land uses within approximately ¼ mile of the project site are considered in this analysis. The significant change in grade, a steep hill approximately ¼ mile west of the project site, and the distinct change in neighborhood land use character within ¼ mile north and south of the former base all serve as natural boundaries and help to delineate the neighborhood most likely to be affected by the proposal.

The developed property closest to the project site is predominantly multi-family residential use, with a few small commercial uses. The area to the west, beyond the multi-family development, is mostly single-family residences.

Commercial land uses near the project site along Sand Point Way NE consist of two small neighborhood commercial ventures, a bakery and a convenience store. Several blocks south, along Sand Point Way NE are a take-out restaurant and non-profit organization offices.

Educational, arts and cultural areas exist nearby. Several licensed childcare facilities are located within the study area and a school (View Ridge Elementary) is located approximately 1 mile west of Sand Point Magnuson Park. North Seattle Community College operates continuing education programs at the former Sand Point Elementary School, located south of NE 65<sup>th</sup> Street.

Three federal government administrative facilities operated by NOAA, the U.S. Geological Survey (USGS) and the National Archives and Records Administration are located adjacent to or near the project site. The 112-acre NOAA facility contains 10 buildings totaling 599,000 square feet. Three of these structures are used for offices and an auditorium. One building includes warehousing, offices and a diving center. Two former hangars are used for bulk storage and some wet laboratory activities. The staging pier, used primarily to transport personnel and supplies, can accommodate vessels up to 250 to 300 feet long.

South of NE 65<sup>th</sup> Street, the 5-acre USGS Western Fisheries Research Center (also a part of the former Naval Air Station) complex houses fisheries research laboratory facilities and office space. Existing buildings, including four newly constructed buildings, contain approximately 56,500 square feet. USGS moved into the new buildings in April 1994. The National Archives facility (also a former Naval Air Station property) is a regional facility for the Pacific Northwest and is located on the west side of Sand Point Way NE, south of the project site. The primary activity at this regional records center is information storage and the site could be considered warehouse use.

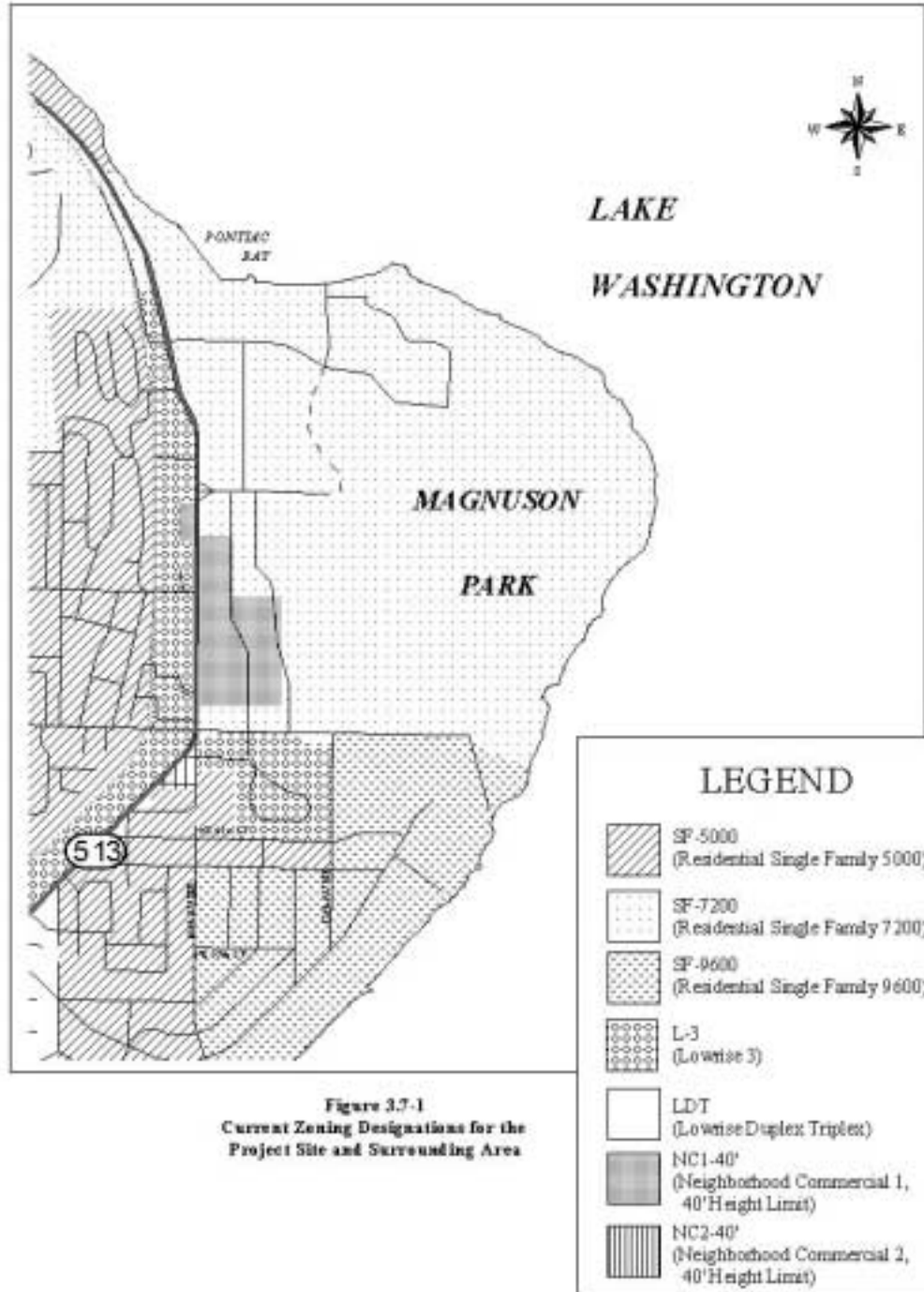
Multiple recreational facilities are found next to the project site and within the study area. The Burke-Gilman Trail, located to the west of the project site, separates the multi-family and single-family housing west of Sand Point Magnuson Park. This regional pedestrian/bicycle corridor stretches approximately 20 miles from the Fremont neighborhood of Seattle north to Bothell. The Burke-Gilman Trail connects with the Sammamish River Trail in Bothell, which extends to Redmond. The total length of these regional trails is about 29 miles, extending from Fremont in Seattle to Marymoor Park in Redmond. Other nearby recreational facilities include the Sand Point Country Club golf course, a private membership facility approximately 110 acres in; the View Ridge Swim and Tennis Club, a private membership facility at NE

77<sup>th</sup> Street and Sand Point Way NE; and Matthews Beach Park, a City of Seattle park located north of Sand Point Magnuson Park and via NE 93<sup>rd</sup> Street from Sand Point Way NE. Inverness Ravine and View Ridge Parks are also located within the neighborhood land use study area.

### **Land Uses on the Project Site**

The project site and the larger Sand Point Magnuson Park are owned by the City of Seattle. The park is operated by the Seattle Department of Parks and Recreation. Sand Point Magnuson Park is a 352-acre, multi-purpose recreation area that includes waterfront access, sports fields and a historic community campus with special event venues and a community center. Water-related activities are concentrated along approximately 2,000 linear feet of shoreline. Recreational facilities include four softball fields, four soccer fields, a multi-use sports meadow area (accommodating up to three soccer fields), six unlit outdoor tennis courts, picnic areas, children's playground, restroom facilities, a permanent float at the swimming beach, a small wading pool, one boat launch site with three piers and two launching lanes, and paved and informal trails.

The Seattle Comprehensive Plan designates the project site as Single-Family Residential and City Owned Open Space (Seattle Comprehensive Plan Future Land Use Map, 1994). The current underlying zoning classification of the project site is Single-Family Residential 7200 (SF 7200) (**Figure 3.7-1**). In 1997, the Sand Point Overlay District was established by Ordinance 118624 to implement the Sand Point Amendments to the Comprehensive Plan (please refer to **Section 3.7.2 Land Use Plans and Policies** for a discussion of the Sand Point Overlay District). Portions of the project site are located within this district (Figure 3.7-2). Portions of the project site located within 200 feet of the shoreline of Lake Washington are subject to the Seattle Shoreline Master Program. These areas have Conservancy Recreation (CR) and Conservancy Management (CM) shoreline environment designations (**Figure 3.7-2**). The proposed embayment area is located within the CM shoreline environment, which generally allows fish passage/habitat uses.



**Figure 3.7-1**  
Current Zoning Designations for the  
Project Site and Surrounding Area

**Figure 3.7-2 - Sand Point Overlay District and Shoreline Overlay District Zoning Designations**

### 3.7.1.2 Environmental Impacts of the Proposed Action

#### Direct Impacts

The proposed action would increase/intensify the amount of active and passive recreational facilities and activities available for the public in this area, but would not change the types of land uses that currently exist on site. Table 2.2-1 in Section 2 illustrates the existing and proposed land use allocation. The acreage devoted to individual existing uses would increase or decrease depending upon the respective recreational use, but the type of use would remain essentially the same. With respect to broad land use categories, the 153 acres within the project site are currently park land used for a variety of structured and unstructured recreational activities, and they would remain as park land supporting the same types of uses under the proposed action. The area devoted to athletic fields would increase by 15 acres, however, and the area used for parking would decrease by 8 acres.

The proposed action would also intensify human use of the site with the addition of all the various recreational facilities on the site. The proposed redevelopment of this public facility would be consistent with the City's goals and policies for the site and the *Seattle Parks and Recreation Plan 2000* (see discussion in **Section 3.7.2**), as well as provisions of the underlying zoning, the Sand Point Overlay District and the Shoreline Overlay District in the *Seattle Land Use and Zoning Code*.

As noted in **Chapter 2** of this Draft EIS, development of this project would involve removal/displacement of an historic structure located near the intersection of NE 65<sup>th</sup> Street and Sand Point Way NE. As is discussed in the City's *Final Sand Point Historic Properties Reuse and Protection (HPRP) Plan* (EDAW, Inc., 1998), mitigation of this impact would be necessary. Please refer to **Section 3.11 Historic and Cultural Preservation** of this Draft EIS for more details.

No significant adverse land use impacts are expected as a result of long-term operation of the proposed action.

#### Indirect Impacts

Implementing the proposed action would not be expected to result in significant indirect impacts on land use patterns in the surrounding community. Development of a significantly expanded sports field complex in the park would not promote a similar pattern of sports field development in the vicinity of the project site. Increased demand for off-site, localized redevelopment actions to provide increased commercial/retail services (e.g., additional sports supply or service shops, food service or coffee shops, etc.) in support of the increased number of people expected to use the upgraded facility is not anticipated to be significant. Some redevelopment of existing off-site commercial uses might occur after buildout of the sports fields, but a significant amount of commercial spin-off development is not anticipated.

Short-term, construction-related activity associated with the proposed action could indirectly affect nearby land uses. The nature of such impacts could include temporary increases in localized noise levels and increased levels of ambient light, increases in traffic congestion as a result of construction-related truck traffic/routing, and short-term disruption of utilities serving the area (due to the need for disconnections associated with existing land uses on-site and connections to serve the project). Such impacts are anticipated to be insignificant. Construction-related impacts -- particularly construction hours

of operation -- are regulated by the City's Noise Code (Chap. 25.08). Construction-related traffic is typically addressed through a construction vehicle routing plan.

The increased number of sports fields would generate additional parking needs for the project site. The City of Seattle parking code requires a minimum number of parking stalls based on the mix of land uses associated with a proposed development. Parking space requirements in the code vary according to use (23.54 Chart A): ball courts require (1) one space per court; parks do not require any spaces; indoor/outdoor participant sports and recreation require (1) one space for each 350 square feet of use; and playgrounds do not require parking spaces. The proposed action includes the provision of approximately 990 parking stalls, which is anticipated to be sufficient to meet the peak parking demand for the project; therefore, spillover parking into adjacent neighborhoods is not anticipated to be a problem. Please refer to **Section 3.12 Transportation** for more information on parking.

### **3.7.1.3 Impacts of the Alternatives**

#### **Lesser-Capacity Alternative**

In general, potential impacts for this alternative would be similar in nature and character to those described for the proposed action. The specific allocation of park land to developed facilities and natural open space would be slightly different, with slightly less area devoted to sports fields and the wetland/habitat complex (4.9 acres and 3.6 acres less, respectively), but the total acreage of park land use would be the same. The modification of the lesser-capacity alternative for the Final EIS, primarily a reduction of lighted, synthetic-turf sports fields from seven to three, would not result in any corresponding differences in land-use impacts relative to the proposed action.

Redevelopment of the project site under this alternative would still provide for extended use of the park at night, as would the proposed action, although considerably fewer fields would be lit under this alternative. Therefore indirect impacts associated with this alternative (specifically lighting and transportation) would be of a lesser magnitude than those associated with the proposed action.

#### **No Action Alternative**

Because no new construction would occur as a result of the no action alternative, potential impacts associated with redevelopment of the project site would not occur. Under this alternative, the project site would continue to exist in generally its current state and would continue to be used by individuals and groups for active and passive recreational activities.

### **3.7.1.4 Cumulative Impacts**

The proposed action would not result in significant direct or indirect land use impacts. The community surrounding Sand Point Magnuson Park was developed for urban uses several decades in the past, and subsequent changes in land use patterns have been relatively minor. The most significant changes in the community have involved the Sand Point peninsula and the transfer of the former naval air station property to other ownership and uses. Most of the peninsula has been allocated to institutional use for the past 70 to 80 years, although the types of institutional use have changed over that period. Approximately 70 percent of the naval station property was converted from military use to federal office and municipal

park use in the 1970s. The remainder of the property was converted from military to park and civic uses in the 1990s. These land use conversions have not had a significant effect on land use patterns in the surrounding community.

The City determined the future land use allocation for the western part of the Sand Point peninsula through the 1996 Sand Point Reuse Plan. New recreational, civic, educational, residential and cultural uses sanctioned under this plan will continue to take shape for a number of years. Based on the insignificant land use changes associated with the proposed action, and its compatibility with adjacent uses, the project does not have the potential for cumulative impacts on land use patterns.

#### **3.7.1.4 Mitigation Measures**

Because no significant land use impacts have been identified, no land use mitigation measures are required or proposed. Measures to address impacts associated with removal of historic structures are identified in **Section 3.11 Historic and Cultural Preservation**. Measures to address parking and transportation-related impacts are listed in **Section 3.12 Transportation**.

#### **3.7.1.5 Significant Unavoidable Adverse Impacts**

No significant unavoidable adverse land use impacts are anticipated. The land use changes that would result from the proposed action or the lesser-capacity alternative would be neither adverse nor significant.

### **3.7.2 Land Use Plans, Policies and Regulations**

#### **3.7.2.1 City of Seattle Comprehensive Plan (2000)**

The City of Seattle's *Comprehensive Plan, Toward a Sustainable Seattle*, was adopted in 1994 to meet the requirements of the State Growth Management Act; the *Comprehensive Plan* was last amended in December 2000 (Seattle 1994, '95, '96, '97, '98, '99, '00, '01). This plan supports the Multiple Urban Center concepts of the Multi-County Planning Policies (PSRC, 1993), King County's Countywide Planning Policies (King County, 1992), and Seattle's Framework Policies (Seattle, 1992).

The City's *Comprehensive Plan* consists of nine major elements – land use, transportation, housing, capital facilities, utilities, economic development, neighborhood planning, human development, and cultural resources. Each element contains goals and policies that are intended to “guide the development of the City in the context of regional growth management” for the next 20 years. While each element affects development on and adjacent to the project site, the *Land Use Element* is the most relevant to this proposal.

The *Land Use Element* includes the following major components:

- Preferred Development Pattern;
- Categories of Urban Villages;
- Areas Outside of Urban Villages;
- Distribution of Growth;



- The System of Land Use Regulation;
- Open Space Network;
- Annexation;
- Shorelines; and
- Tree Preservation and Enhancement.

The goal that unifies all the elements of the *Comprehensive Plan* is to preserve the best qualities of Seattle's distinct neighborhoods while responding positively and creatively to the pressures of change and growth. A key component of the City's plan to achieve this goal is the urban village strategy. The urban village strategy combines small changes in the city's development pattern with a more complete and competitive intermodal public transportation system, the targeted use of housing assistance funds and planning tools to provide desirable and affordable housing, investment in facilities and service delivery systems designed to serve higher density neighborhoods and neighborhood-based decisions built upon local citizens' expressed priorities.

The *Comprehensive Plan* focuses most future growth and development (in terms of employment, housing and commercial uses) into areas that are designated as Urban Centers, Urban Center Villages, Manufacturing/Industrial Centers, Hub Urban Villages and Residential Urban Villages. The *Comprehensive Plan* provides for only a limited amount/type of development outside urban centers and urban villages. The proposed project is not a designated Urban Center or Urban Village, however Sand Point Magnuson Park is located within a reasonable commuting distance from most designated centers/villages throughout the city.

In 1996, the City Council adopted the Sand Point Amendments to the *Comprehensive Plan* in order to expand the allowed uses at Sand Point to include more recreational, educational, cultural and public uses at the facility. The Sand Point Overlay District (discussed later in this section) was established in 1997 to implement the Sand Point Amendments to the *Comprehensive Plan*.

Identified City Open Space and Recreation Facility Goals include the following: open space equaling one (1) acre per 100 residents Citywide and usable open space equaling ¼ to ½ acre within ¼ to ½ mile of every resident for areas outside of the Urban Villages. Specific goals for Recreational Facilities, such as athletic fields, are contained in the *Seattle Parks and Recreation Plan*, which is discussed later in this section. The following goals and policies from the *Land Use Element* are applicable to development of the proposal.

### ***The System of Land Use Regulation – General Land Use Regulations - Overlay Areas***

#### ***Goals***

***LG78*** – Provide flexibility in, or supplement, standard zone provisions to achieve special public purposes where circumstances warrant. Such areas include shoreline areas, the airport height district, special review districts, major institutions, subarea plan districts, and other appropriate locations.

## *Policies*

*L261 – Permit the establishment of zoning overlay districts, which may modify the regulations of the underlying land use zone categories to address special circumstances and issues of significant public interest in a subarea of the City, subject to the limitations on establishing greater density in single-family areas.*

**Discussion:** The western portion of the project site is located within the Sand Point Overlay zoning district and the area proposed for the embayment is located within the Shoreline Overlay zoning district, both of which are discussed below in this section. As is discussed in greater detail below, the proposed project would be consistent with provisions of these overlay zoning districts.

## **Open Space Network**

### *Goals*

*LG83 – Provide places for the people of Seattle to interact with others, and experience repose, recreation and natural beauty. Provide healthy play space for children and their families; passive uses such as strolling, sitting, viewing, picnicking, public gathering, and community gardening; and active uses such as competitive sports and running.*

*LG85 – Facilitate biking and walking as viable transportation choices, provide access to healthful recreational activities, and link major parks and open spaces with Seattle neighborhoods.*

*LG86 – Enhance the urban village strategy through the following:*

- 1. amenities in more densely populated areas;*
- 2. recreational opportunities for daytime populations in urban centers;*
- 4. increased opportunities to walk regularly to open spaces by providing them close by;*
- 6. a network of connections to the regional open space system; and*
- 7. protected environmentally critical areas.*

### *Policies*

*L291 – Provide unstructured open play space for children in or near residential neighborhoods.*

*L292 – Guide development of shoreline public access and recreation as important elements in the city's open space network.*

*L295 – Emphasize flexibility in planning, designing, and developing new open space and encourage development of innovative projects.*

*L298 – Designate and preserve important natural or ecological features in public ownership as greenspaces for low-intensity open space uses.*

*L301 – Continue development of a system of urban trails intended to provide a comprehensive, interconnected network of routes including local streets, boulevards, non-motor corridors and other open space elements.*

*L303 – Include the following considerations in the design of trails:*

- 1. Design trails and associated improvements to respond to the specific purpose of the trail, whether or not the trail will carry combined motor, pedestrian and bicycle traffic, shared bicycle/pedestrian traffic or be limited to pedestrians. Seek to provide separate trail facilities for bicyclists and pedestrians where heavy trail use is anticipated. Include strategies to address the needs of disabled users.*
- 2. Plan trails to interconnect wherever feasible, thereby allowing users the opportunity to return to the point of beginning via a different route.*

**Discussion:** The proposed project would be consistent with the Open Space Network goals and policies in that the project would provide a facility in a densely populated area, provide recreational opportunities for daytime populations within a reasonable distance to the City's urban centers, provide increased opportunities to walk regularly to and through open spaces, provide a network of connections to the regional open space system, and provide protected environmentally critical areas. Public access to the shoreline would also be provided via a cross-country trail that would travel through the wetland/embayment portion of the park, the wetland/embayment area would be preserved and protected by the City, and trails located within the park would be connected to nearby regional/local trails. Trails would be designed consistent with the policies outlined above. Please refer to Chapter 2 for more project details.

## **Shorelines**

### **Shoreline Access**

#### *Goals*

*LG92 – Provide for the optimum amount of public access – both physical and visual – to the shorelines of Seattle.*

*LG93 – Preserve and enhance views of the shoreline and water from upland areas where appropriate.*

#### *Policies*

*L320 – Increase opportunities for substantial numbers of people to enjoy the shorelines by permitting non-water-dependent uses, providing public access to locate in waterfront areas less suited for water-dependent uses, and by requiring public access on public property.*

*L321 – Promote public enjoyment of the shorelines through public access standards by requiring improvements that are safe, well designed, and offer adequate access to the water.*

**Discussion:** The proposed project would be consistent with Shoreline Access goals and policies in that the project would maintain public access to the shoreline via a cross-park trail that would travel through the wetland habitat complex; the wetland habitat complex would be preserved and protected by the City; the lagoon and ponds in the wetland habitat complex would increase the accessible shoreline area in the park; views from the upland areas surrounding the park of the lake and shoreline areas would be preserved for the most part; parking for viewing the shoreline would be replaced, and the existing trail adjacent to the shoreline would be enhanced/upgraded for park visitors. Please refer to Chapter 2 for more project details.

## **Conservation**

### *Goals*

*LG96 – Preserve, protect and restore areas such as those necessary for the support of wild and aquatic life or those identified as having geologic or biological significance*

### *Policies*

*L336 – Identify those areas that have potential for restoration to “natural” conditions, develop standards for the conditions in those areas, and provide incentives for achieving such standards.*

**Discussion:** The proposed project would be consistent with the Shoreline Conservation goals and policies in that the project would restore and protect environmentally critical areas (wetlands, shoreline) on site. Please refer to **Section 3.3 Plants /Wetlands** and **Section 3.4 Animals and Fish** for more detail.

## **Recreation**

### *Goals*

*LG101 – Manage publicly owned shorelines that are suitable for public recreation to optimize their potential.*

*LG102 – Increase the amount of shorelines dedicated to public recreation and open space.*

*LG103 – Identify, protect and reserve for public use and/or enjoyment those areas containing special shoreline qualities that cannot be easily duplicated.*

### *Policies*

*L343 – Allow for increased opportunity for the public to enjoy water-dependent recreation including boating, fishing, swimming, diving, and enjoyment of views.*

**Discussion:** The proposed project would be consistent with the Shoreline Recreation goals and policies in that the project would provide a significant publicly owned open space facility, provide increased opportunities to walk regularly to and through open spaces, and provide a network of trail connections (bicycle and pedestrian) to the regional open space system. Public access to the shoreline would also be

provided via a cross-country trail that would travel through the wetland/embayment portion of the park, and public views of the park and from the park would be retained. Please refer to **Section 3.8 Aesthetics** for more detail on views.

### **Area Objectives for Seattle's Shorelines**

#### *Goals*

*LG108 – Recognize the unique opportunities in different areas of our shorelines to accommodate different types of water-dependent businesses and shoreline recreation, and to protect and enhance natural areas and views of the water.*

#### *Policies*

*L354 – The area objectives for Seattle Shorelines...are as follows:*

- I. Area Objectives for Shorelines of Statewide Significance*
- f. Lake Washington and Union Bay*
  - Preserve the resources of natural areas and fish migration, feeding areas and spawning areas.*
  - Provide quality public access to the shoreline by encouraging and enhancing shoreline recreational activities, particularly in developed parks.*
  - Preserve and enhance views of the water.*

**Discussion:** The proposed project would be consistent with the Shoreline Area Objectives for the Lake Washington/Union Bay area goals and policies in that the project would restore and protect environmentally critical areas (wetlands, shoreline) on site, as well as restoring fish spawning/feeding/migration areas in the embayment. Please refer to Sections 3.3 and 3.4 for more detail.

The project would also provide increased opportunities for the public to walk regularly to and through open spaces and along shorelines, and provide a network of trail connections (bicycle and pedestrian) to the regional open space system. Public access to the shoreline would be provided via a cross-country trail that would travel through the wetland/embayment portion of the park and continue north through the remainder of the park. Public views of the park and from the park would be retained for the most part. Please refer to **Section 3.8 Aesthetics** for more detail on views.

### **3.7.2.2 City of Seattle Parks and Recreation Plan (2000)**

The *Seattle Parks and Recreation Plan 2000*, as adopted by City Council Resolution 30181, updates the *Seattle Department of Parks and Recreation's COMPLAN (1993)*, a comprehensive plan for parks and recreation that addressed the City's open space, park, and recreation services for a 10- to 20-year time frame when it was first prepared in 1993. The *Parks and Recreation Plan (2000)*, like the *COMPLAN*, is a general guide and framework for decisions and policy directions affecting the future of Seattle's park and recreation system and represents a functional plan consistent with the City's Comprehensive Plan (1994). The *Seattle Parks and Recreation Plan (2000)* contains the Department of Parks and Recreation's

Revised Vision Statement, Policy Statements, and a new Six-Year Action Plan for the 2000 to 2006 timeframe.

The Plan's Revised Vision Statement consists of the following:

*Seattle's parks and recreation system will be a neighborhood-based system of open space, parks, facilities and programs that captures the spirit of Seattle's magnificent setting in the Olmstead tradition. Seattle's parks and recreation system will:*

- be connected by boulevards, trails, public transportation, and green streets;*
- encompass views and provide opportunities for the enjoyment of the vast water resources in Seattle;*
- be linked closely with the City's neighborhoods, schools and other city services;*
- be maintained for public enjoyment, stewardship of resources and a healthy environment; and*
- be brought to life through programs, events, employees, and the efforts of volunteers.*

The Plan's Policy Statement begins with the Fundamental Responsibilities of the Department, which are basic policies that cut across all services the Department provides. The Policy Statement is then divided into the two major roles of the Department – Partner for Recreation and Steward of Park Resources. The role of Partner for Recreation refers to the Department's role to develop and maintain a variety of community-based support facilities, and is comprised of three activities: Development of Park and Recreation Facilities, Management and Maintenance of Park Facilities, and Recreation Programs. The role of Steward of Park Resources refers to the Department's role in working with others to acquire, develop, operate, and maintain open space, parks boulevards and trails, as well as other recreational facilities, and is also comprised of three activities: Acquisition and Development, Park Management and Environmental Stewardship, and Environmental Education. The Policy Statement also outlines Primary Roles and Responsibilities, which indicate activities that will receive the highest priority in budgeting, and Secondary Roles and Responsibilities, which are also regarded as highly desirable, but which will be more subject to budget fluctuations and more dependent on volunteers or self-help efforts.

The *Seattle Parks and Recreation Plan 2000* is focused on a new 6-Year Action Plan that is based upon various planning activities that have occurred since the 1993 COMPLAN – the Urban Wildlife Habitat Plan, the Joint School/Parks Athletic Development Program, the Magnuson Park Concept Design (as amended in 2001), ongoing preparation and updating of the Major Maintenance Plan, watershed plans, and the 38 separate City Neighborhood Plans. (No neighborhood plan has been completed or is proposed for the View Ridge and Sand Point neighborhoods.) The *6-Year Action Plan* includes unmet recommendations left from the COMPLAN, as well as recommendations included in all of the recent planning efforts mentioned above. The following actions listed in the *6-Year Action Plan* relate specifically to the proposed action:

#### ***Partner for Recreation – Development of Park & Recreation Facilities***

##### ***Sports fields***

- *SF2 – Complete the sports meadow at Magnuson Park (design in 2000).*

- *SF3 – Develop new sports fields at Sand Point per the 1999 Magnuson Park Concept Design, and provide facilities for softball, baseball, soccer, rugby, and track and field. Provide floodlighting on such fields per the plan.*

#### Tennis Courts

- *TC3 – Develop an indoor tennis facility at Sand Point per the 1999 Magnuson Park Concept Design.*
- *TC4 – Replace the outdoor tennis courts at Magnuson Park per the 1999 Magnuson Park Concept Design.*

### **Steward of Park Resources – Acquisitions & Development**

#### Regional and Major Park Development

- *RMP9 –MAGNUSON PARK: Implement high priority elements of the adopted Magnuson Park [classified as a regional park] Concept Design. Specifically, develop sports fields, upgrade dog off-leash area, undertake shoreline restoration and provide initial development of the northshore recreation area. Renovate Building 47 for community center and swimming pool use, and undertake other building renovation as funding is available. Provide for an environmental education center in one of the buildings. Remove the old Navy commissary (Building 193, et. Al), restore wetlands and restore wildlife habitat at Promontory Point. Reuse Building 406 for community use.*

#### Boulevards and Trails

- *BT7 – Develop link from north end of Sand Point to Burke Gilman Trail spur in Magnuson Park.*

### **Steward of Park Resources – Environmental Education**

#### Environmental Education Programming

- *EEP1 – Expand existing environmental education programs at .....Develop new environmental education programs at Seward Park and Magnuson Park. Develop outreach or off-site programs in addition to programs at these particular sites. Utilize volunteer (docent) programs to achieve such expansion. Consider environmental education programming recommended in neighborhood plans.*

**Discussion:** The proposed project involves implementing the actions outlined above. It would, therefore, be consistent with the policies outlined in the Seattle Parks and Recreation Plan and with the role of Sand Point Magnuson Park as a regional park facility.

### **3.7.2.3 City of Seattle Land Use and Zoning Code**

Consistent with provisions of the Growth Management Act<sup>1</sup>, Seattle's Land Use Code is directed toward implementing the goals and policies of the City's *Comprehensive Plan* and neighborhood plans. The immediate area surrounding the project site is governed by three land use zones – generally emphasizing

<sup>1</sup> RCW 36.70A.

predominantly residential land uses in most areas with supporting neighborhood commercial land uses along Sand Point Way (residential, commercial, retail). Sand Point Magnuson park is covered by residential zoning, as are most City parks in Seattle. As shown by **Figure 3.7-1**, the project site is located in the Single-Family - 7200 (SF-7200) zone (which is the underlying zoning), as well as the Sand Point Overlay District and the Shoreline Overlay District. Provisions of the Sand Point Overlay District and the Shoreline Overlay District are discussed below. The purpose of the SF-7200 designation is “to preserve and maintain the physical character of Single-Family Residential Areas in a way that encourages rehabilitation and provides housing opportunities throughout the City<sup>2</sup>. Single Family Residential Areas should contain housing that offers diversity in housing opportunities, including low cost subsidized housing.”

As with Seattle’s other zoning districts, the SF-7200 zone contains provisions relating to land uses and development regulations. Use provisions in this zone identify land uses that are permitted outright, uses that may be conditionally authorized, and land uses that are prohibited. A wide variety of land uses are permitted outright in this residential zoning district, including single-family dwelling units, floating homes, existing cemeteries, public/private parks, public playgrounds, childcare centers, nursing homes, adult family homes, and public schools.

A height limit for all structures, including light poles, of 30 feet has been established in this zone (23.44.012). Proposed uses in single-family zones are also required to meet the transportation concurrency level-of-service standards prescribed in the code (23.52) – please see **Section 3.12 Transportation** for more information on transportation concurrency. Parking space requirements in the code vary according to use (23.54 Chart A): ball courts require (1) one space per court; parks do not require any spaces; indoor/outdoor participant sports and recreation require (1) one space for each 350 square feet of use; and playgrounds do not require parking spaces. For portions of the project located within the Sand Point Overlay District, parking space requirements for the SF-7200 district are superceded by the Overlay District (discussed below). Required parking may be provided anywhere within the Sand Point Overlay District, including public rights-of-way.

**Discussion:** The proposed project would be consistent with land uses that are permitted outright in the SF-7200 zone.

The proposed project would be consistent with most of the applicable development standards of the SF-7200 zone. In order to install the 65- to 85-foot high light poles for the athletic fields, the Parks Department would need to seek a City Council modification of the height development standards, which is called a Council Land Use Action. This action is a Council concept approval to waive or modify development standards for a City facility. The Parks Department would need to prepare a petition in conjunction with the Master Use Permit (MUP) Analysis and Decision that would be addressed by DCLU. DCLU would prepare an evaluation of the action as part of their recommendation to Council. The proposed one-story restroom buildings would not exceed the height limit.

The proposed project would meet City transportation concurrency and parking space requirements of the code. Please refer to **Section 3.12 Transportation** for more detail.

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<sup>2</sup> Seattle Municipal Code Chap. 23.12.050.



### 3.7.2.4 Sand Point Overlay District (Chapter 23.72 of the Land Use and Zoning Code)

The purpose of the Sand Point Overlay District Chapter is to implement the Sand Point Amendments to the Comprehensive Plan. This chapter accomplishes this by regulating land use and development within the Sand Point Overlay District Area (Chapter 23.72 Map A - District is divided into Subareas A and B) [Figure 3.7-2] in order to integrate the property into the City of Seattle as a multi-purpose regional center that provides:

- a. *Expanded opportunity for recreation, education, arts, cultural and community activities;*
- b. *Increased public access to the shoreline and enhanced open space and natural areas;*
- c. *Opportunities for affordable housing and community and social services with a special priority for addressing the needs of homeless families;*
- d. *Expanded opportunity for low-impact economic development uses that could provide employment and services for residents of the property and for the broader community.*

As with Seattle's other zoning districts, the Sand Point Overlay District contains provisions relating to land uses and development regulations. Use provisions identify land uses that are permitted outright in this district. The following principal uses are permitted outright in existing structures located in the SF-7200 zone within Subarea B as depicted on Map A in this district (these uses are in addition to those listed for the SF-7200 zone above): custom and craft work and accessory retail sales and services, institutions except hospital, lecture and meeting halls, motion picture studio, participant sports and recreation, police training facility, research and development laboratories, storage of fleet vehicles and accessory service and repair, and warehouse. Within Subarea A, which is depicted on Map A, areas not occupied by existing structures, existing paved areas, or rights-of-way would be limited to open space uses, such as parks and playgrounds. The following principal uses are permitted outright in existing structures located in the Lowrise-3 (L3) zone within Subarea B as depicted on Map A in this district: food processing for human consumption, horticultural use, institutions except hospital, lecture and meeting halls, medical service uses, office, and restaurants without cocktail lounges.

Development standards for this district indicate that all new structures will comply with the development standards of the underlying single-family or L3 zoning

***Discussion:*** The proposed action is located within the eastern and southern portions of the Sand Point Overlay zone (**Figure 3.7-2**) and would be subject to the standards of this zone. The proposed project would be consistent with land uses that are permitted outright in the Sand Point Overlay District zone.

The proposed project would be consistent with the applicable development standards of the Sand Point Overlay District zone. No design/land use code departures would be requested for the project. The proposed project does not include residential development. The proposed heights of the restroom buildings would be approximately 20 feet or less, and would not exceed the height limit.

The proposed project would meet City transportation concurrency and parking space requirements of the code. Please refer to **Section 3.12 Transportation** for more detail.

### 3.7.2.5 Shoreline Overlay District (Chapter 23.60 of the Land Use and Zoning Code)

The Legislature enacted the Shoreline Management Act (SMA) to protect the public interest associated with shorelines of the state while, at the same time, recognizing and protecting private property rights consistent with the public interest. The SMA regulates development within 200 feet landward from the “ordinary high water mark” (OHWM) of marine shorelines, streams with a mean annual flow in excess of 20 cubic feet per second, lakes of 20 acres or more in size, as well as to the edge of wetlands associated with these water features.

Shorelines of the State are regulated by the Washington Department of Ecology (WDOE) through local agencies. Each county or city in the state, including the City of Seattle, has developed a Shoreline Master Program (SMP), which specifies any restrictions that may apply to a given water body and outlines the steps necessary to obtain approval for alteration or development. The SMP for the City of Seattle was developed in 1987 (Ordinance 113466) subsequent to the Shoreline Management Act of 1971. Permit requirements are dependent upon the specific shorelines designation assigned by the local Shorelines Master Plan. In 1995, the legislature amended the Growth Management Act to state that shoreline master program goals/policies and use regulations are considered an element of the comprehensive plan and local development regulations, respectively (RCW 36.70A.480). Comprehensive plans and shoreline goals, policies and use regulations must also be consistent with each other (RCW 36.70A.481).

The City of Seattle has a Shoreline District Overlay (Chapter 23.60) that regulates substantial development that occurs within shoreline areas for compliance with the Shoreline Management Act and the Shoreline Goals and Policies of the Seattle Comprehensive Plan in order to:

1. *Protect the ecosystems of the shoreline areas;*
2. *Encourage water-dependent uses;*
3. *Provide for maximum public use and enjoyment of the shorelines of the City; and*
4. *Preserve, enhance and increase views of the water and access to the water.*

The shoreline substantial development permit evaluation process identifies major issues of compliance in order for a development project to be consistent with the regulations in this chapter. Major issues of compliance consist of determining if a given project lies within a Shoreline of State-wide significance, as defined in the SMP and designated on the City’s Zoning Map; and, if so, whether the project complies with the Development Standards for the Environmental Designation in which the project is located. A shoreline substantial development permit is required for any development in a designated shoreline area for which the total cost or fair market value exceeds \$2,500 or any development that materially interferes with the normal public use of the water or shorelines of the City (23.60.020A).

The code also specifies those actions that are exempt from the requirement for a shoreline substantial development permit. The following exemption could possibly apply to the proposed project (23.60.020 C 16.):

- C. 16. *A public or private project, the primary purpose of which is to improve fish or wildlife habitat or fish passage, when all of the following apply:*

- a. *The project has been approved in writing by the State Department of Fish and Wildlife as necessary for the improvement of the habitat or passage and appropriately designed and sited to accomplish the purpose;*
- b. *The project has received hydraulic project approval by the State Department of Fish and Wildlife pursuant to Chapter 75.20 RCW, and*
- c. *The project is consistent with the City's Shoreline Master Program. This determination shall be made in a timely manner and provided to the project proponent in writing.*

Where a substantial development is proposed that would be located partly within and partly out of the Shoreline District, a shoreline substantial development permit is required for the entire development. The use and development standards of this chapter apply only to that part of the development that occurs within the Shoreline District unless the underlying zoning requires the entire development to comply with all or part of this chapter (23.60.022).

This chapter establishes shoreline environment designations that serve different purposes/objectives for their respective shoreline areas. The following shoreline environment designations are present on the project site (refer to **Figure 3.7-2**):

*Conservancy Recreation (CR)*

*Conservancy Management (CM)*

The purpose of the CR shoreline environment is to protect areas for environmentally related purposes, such as public and private parks, aquaculture areas, residential piers, underwater recreational sites, fishing grounds, and migratory fish routes. While the natural environment is not maintained in a pure state, activities provide minimal adverse impact to the environment (23.60.220.3.a). The purpose of the CM shoreline environment is to conserve and manage areas for public purposes, recreational activities, and fish migration routes. While the natural environment need not be maintained in a pure state, development is required to minimize adverse impacts to natural beaches, migratory fish routes and the surrounding community (23.60.220.4.a)

As with Seattle's other zoning districts, the Shoreline Overlay District contains provisions relating to land uses and development regulations. Use provisions in this zone identify land uses that are permitted outright, uses that may be conditionally authorized, and land uses that are prohibited. The proposal involves creation of an embayment along the shoreline of Lake Washington, in an area that contains a CM shoreline designation. Uses permitted outright in the CM environment include utilities (lines and services), existing yacht, boat and beach clubs, shoreline recreation, and aquaculture. A wide variety of land uses are prohibited in this shoreline environment, including residential uses, various commercial uses, salvage and recycling uses, railroads, manufacturing uses, high-impact uses, among others (23.60.420).

**Discussion:** The proposed project would be consistent with land uses that are permitted outright in the Shoreline Overlay District zone. The project may qualify for an exemption from the shoreline substantial development permit process, as outlined above, for development of the embayment because the primary goal of providing the lagoon is to improve fish habitat and passage on site for this portion of the Lake Washington shoreline. Please refer to **Sections 3.3 and 3.4** for more detail.

The proposed project would be consistent with the applicable development standards of the Shoreline Overlay District zone. No design/land use code departures would be requested for the project.

### **3.7.2.6 City of Seattle Regulations for Environmentally Critical Areas (SMC Chapter 25.09)**

This chapter of the Seattle Municipal Code implements the Seattle Environmentally Critical Areas Policies, as adopted by Resolution 28559, and as amended. This chapter applies to all development located in designated environmentally critical areas. The following are defined in the code as environmentally critical areas:

1. Geologic Hazard Areas
  - a. Landslide-prone Areas
    - i. Know Landslide-prone Areas
    - ii. Potential Landslide-prone Areas
      1. Areas over 15 percent slope with either impermeable soils, have identified unstable soils, or areas containing springs or groundwater seepage.
      2. Steep slope areas of 40 percent average slope or greater
      3. Areas covered under 1) or 2) that have been modified (retaining walls, non-engineered cut/fill)
      4. Any slope area potentially unstable as a result of rapid stream incision or stream bank erosion.
  - b. Liquefaction-prone Areas – areas underlain by cohesion-less soils of low density usually in association with a shallow groundwater table that loses substantial strength during an earthquake.
2. Flood-prone Areas – areas that would likely be covered with or carry water as a result of a 100-year storm....
3. Riparian Corridors – areas within 100-feet measured horizontally from the top of bank...
4. Wetlands
5. Fish and Wildlife Habitat Conservation Areas
6. Abandoned Land Fills

Environmentally critical areas mapped by the Department of Construction and Land Use (DCLU) as present on or near Sand Point Magnuson Park consist of the following: Liquefaction-Prone Areas, Fish and Wildlife Habitat Conservation Areas and Steep Slope Areas.

SMC 25.09.100 contains development standards for sites with Liquefaction-Prone Areas, among which are the following:

1. Soils engineering studies would be required...to determine the physical properties of the surficial soils, especially the thickness of unconsolidated deposits, and their liquefaction potential.
2. ...mitigation measures appropriate to the scale of development would be recommended through the Grading and Drainage Ordinance (SMC Title 22 Subtitle 8) and the Building Code (SMC Title 22 Subtitle 1).

SMC 25.09.200 contains development standards for sites with Fish and Wildlife Habitat Conservation Areas, among which are the following:

1. The characteristics of fish and wildlife habitat conservation areas would be used to evaluate development within wetlands, riparian corridors and steep slopes. Preserving the integrity of fish and wildlife habitat corridors, and minimizing the intrusion of development into these designated habitat areas would be considered in applications for buffer reductions and conditional use permits to transfer development credit to non-critical portions of a site.

SMC 25.09.180 contains development standards for sites with steep slopes, among which are the following:

1. Development shall be avoided on areas over forty percent (40%) slope whenever possible.
2. The Director of DCLU shall require a fifteen foot (15 foot) buffer from the top or toe of slope whenever practicable...The width of the buffer may be increased or decreased as determined by the Director...

***Discussion:*** Sand Point Magnuson Park contains some identified liquefaction-prone areas, mostly concentrated in the northern shoreline area, in the location of the historical Mud Lake area, and in areas adjacent to Sand Point Way. Of these, only the areas near the historic Mud Lake are within the project site for the proposed action. The project site also contains lands mapped as fish and wildlife habitat conservation areas; these areas are generally bounded on the north by the existing NOAA facility, on the west by Sportsfield Drive, and on the south by the southern park boundary, but do not occupy all of the area within that perimeter. In addition to these features, the park contains small, localized areas of steep slopes, mostly concentrated in the southern portion (near Promontory Point) and adjacent to both sides of Sand Point Way in the northwestern portion of the park. No other critical areas are located within the park or the project site.

The proposed action would be designed and constructed to minimize or avoid impacts to designated Environmentally Critical Areas and would be consistent with SMC Chapter 25.09. No structures would be located in the liquefaction-prone areas, as this location corresponds to the interior of the wetland/habitat complex. The characteristics of the fish and wildlife habitat conservation areas have been considered in the plans for the project, particularly the wetland/habitat complex, and the impacts of the project have been evaluated relative to those characteristics. The proposed drainage system and wetland/habitat complex are intended to improve the fish and wildlife habitat on the site by enhancing some existing habitat types and creating new habitat types that do not presently exist. The proposed action would provide a net increase in the acreage of usable upland and wetland habitat present, an increase in habitat diversity, and a substantial increase in overall habitat value on the project site. **Sections 3.3 and 3.4** of the EIS provide detailed information on the characteristics of the fish and wildlife habitat conservation areas, anticipated project impacts to those resources, and mitigation measures associated with development in these areas.

### **3.7.2.7 Sand Point Physical Development Management Plan (1997)**

The purpose of the *Sand Point Physical Development Management Plan* (City of Seattle, 1997) is to provide guidance for the implementation of the reuse of the Naval Station Puget Sound at Sand Point.

The City was to receive sole ownership of 75 percent of the 151-acre Sand Point property transferred by the Navy in 1997, while reuse partners would get 16 percent and federal agencies 9 percent. As the primary landowner and through agreements with reuse partners, the City has control over the uses and development on the site. This plan defines how the City will approach and implement that ownership responsibility through selection of reuse participants, allocation of space among various uses, tenant leases and site-wide management. This *Physical Development Plan* is intended to augment the Sand Point Amendments to the *Seattle Comprehensive Plan*, and the zoning and other controls prescribed in the *Seattle Land Use and Zoning Code*.

The subject Sand Point property is divided into six Activity Areas, including the Magnuson Park Open Space and Recreation Expansion area, which represents a portion of the project site for the proposed action. Development planned for this area was designed around the following principal considerations:

- *Expand recreational opportunities*
- *Enhance open space and natural areas*
- *Demonstrate environmental sensitivity*
- *Improve accessibility*
- *Reuse historic resources*

Activities listed in the *Sand Point Physical Development Plan* for the Magnuson Park Open Space and Recreation Expansion area include improvement of the park entrance/circulation and access, rehabilitation of open space and wetlands (Mud Lake) near the former Commissary facilities, development of additional sports fields and playgrounds, development of a Tennis Center and Community Recreation Center, and expanded parking for the park facility.

**Discussion:** The proposed project involves implementing most of the activities outlined above and would, therefore, be consistent with the policies outlined in the Sand Point Physical Development Plan.

### **3.7.2.8 Final Sand Point Historic Properties Reuse and Protection (HPRP) Plan (1998)**

Included in the 151-acre Sand Point property transferred to the City of Seattle and the University of Washington in 1997 are several older buildings that comprise an historic district that has been determined eligible for listing in the National Register of Historic Places. Section 106 of the National Historic Preservation Act (1966) requires federal agencies, such as the Navy, to consider what effects the transfer of the property out of Navy ownership may have on the character of the historic district, and, if potential adverse effects are identified, to seek to avoid, reduce or mitigate them. The outcome of this Section 106 review process for Sand Point was a Programmatic Agreement (PA) between the Navy, the Washington State Office of Archaeology and Historic Preservation (OAHP) and the National Advisory Council on Historic Preservation (ACHP), with several additional interested parties having input. With this document, all parties to the transfer determined that no adverse effects resulted from the property transfer, with the agreement that the City of Seattle and the University of Washington will maintain and manage the historic district in an appropriate manner, as outlined in the PA.

The purpose of the *Sand Point Historic Properties Reuse and Protection Plan* (HPRP Plan; EDAW, Inc., 1998) was to fulfill, in part, the requirements of the PA. The plan identified the contributing historic buildings and landscape features and outlined the appropriate maintenance and management techniques

that will avoid or minimize adverse effects on the historic resources at Sand Point. In addition, the HPRP Plan also established the review process for proposed projects within the historic district that have the potential to affect the historic properties. Moreover, the HPRP Plan defined the preservation and rehabilitation policies for reuse of historic properties as being in accord with the Secretary of the Interior's *Standards and Guidelines for Historic Preservation Projects* (U. S. Department of the Interior, 1990)

As mentioned previously under the *Sand Point Physical Development Management Plan*, the Sand Point property is divided into six Activity Areas, including the Magnuson Park Open Space and Recreation Expansion area, which represents a portion of the project site. The Sand Point Historic District has a total of 20 buildings that meet the criteria to be considered as contributing elements to the district, and these buildings are described by Activity Area in the HPRP Plan. The Magnuson Park Open Space and Recreation/Expansion Area contains two buildings that are considered contributing buildings to the district: Building 47, which is the former Auditorium and Recreation Facility (now known as the Community Recreation Center) located directly west of the proposed sports fields, and Building 15, which is the Hobby Shop located on the northeast corner of the intersection of NE 65<sup>th</sup> Street and Sand Point Way.

Several of the buildings within the Sand Point Historic District are considered to be non-contributing elements to the District, either because of insufficient age or extensive alterations to the original building. These buildings are not governed by the HPRP plan to the extent that the modifications/alterations would not have an effect on any contributing building or the district as a whole. If these modifications would affect the district or buildings, they would then be subject to review under this plan. At the time the HPRP was prepared, the Magnuson Park Open Space and Recreation/Expansion Area contains two buildings that are considered non-contributing buildings to the district: Building 41, which is described as an office/gas station located directly southwest of the Community Activity Center (Building 406), and Building 222, which is the Ship's Supervisor Building located on the site of the proposed indoor/outdoor tennis center (which is not a part of the project addressed in this EIS). Building 222 was demolished in October 2000, subsequent to the preparation of the HPRP Plan, and Building 41 is not within the project limits for the proposed action.

**Discussion:** The proposed project would involve demolition of Building 15 to accommodate the reconfiguration of the park entry and NE 65<sup>th</sup> Street within the park. As is mentioned above, Building 15 has been identified as a contributing element for the Historic District, the potential demolition of which would require mitigation to avoid or minimize adverse effects on this and other historic resources at Sand Point. The proposed action would not affect buildings that are non-contributing elements to the Historic District. See **Section 3.11 Historic and Cultural Preservation** for additional discussion.